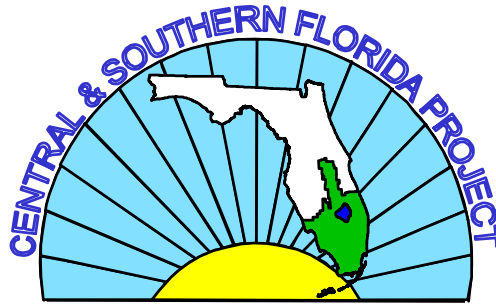


CENTRAL AND SOUTHERN FLORIDA PROJECT

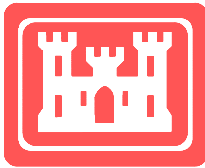
COMPREHENSIVE EVERGLADES RESTORATION PLAN



COMPREHENSIVE EVERGLADES
RESTORATION PLAN

PROGRAM MANAGEMENT PLAN

Master Recreation Plan (MRP)




U.S. Army Corps of Engineers
Jacksonville District




South Florida
Water Management District

FOR THE RECREATION PLANNING TEAM:

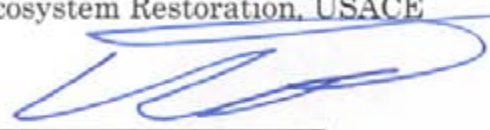

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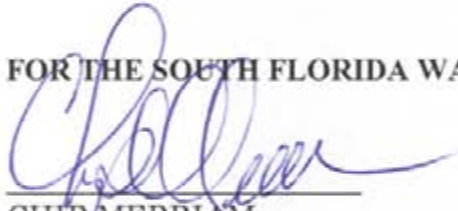

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Date

APPROVAL SIGNATURES

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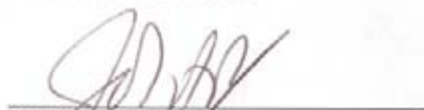
 3/22/04
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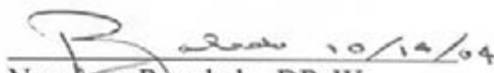

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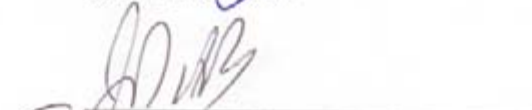
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Donnie Kinard, CO-OMP


 3/29/04
Tom Leicht, EN-D

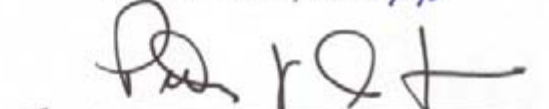
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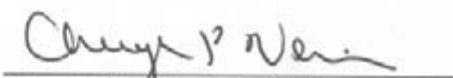
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1.2 List of Acronyms

C&SF	Central and Southern Florida Project
CERP	Comprehensive Everglades Restoration Plan
Corps	United States Army Corps of Engineers
Design Agreement	<i>Design Agreement between the Department of the Army and South Florida Water Management District for the Design of Elements of the Comprehensive Plan for the Everglades and South Florida Ecosystem Restoration Project (USACE and SFWMD, 2000a)</i>
ER	Engineering Regulation
FDEP	Florida Department of Environmental Protection
FS	Feasibility Study
FWC	Florida Fish and Wildlife Conservation Commission
GIS	Geographic Information System
ITR	Independent Technical Review
MRP	Master Recreation Plan
NEPA	National Environmental Policy Act
PDT	Project Delivery Team
PgMP	Program Management Plan
PIR	Project Implementation Report
PMP	Project Management Plan
PPDR	Pilot Project Design Report
PRB	Project Review Board
QCP	Quality Control Plan

Restudy	<i>Central and Southern Florida Project Comprehensive Review Study Final Integrated Feasibility Report and Programmatic Environmental Impact Statement (USACE and SFWMD, 1999)</i>
RECOVER RPT	Restoration Coordination and Verification Recreation Planning Team
SFWMD	South Florida Water Management District
USACE USFWS	United States Army Corps of Engineers United States Fish and Wildlife Service
WBS	Work Breakdown Structure
WCA	Water Conservation Area
WRDA 1986	Water Resources Development Act of 1986
WRDA 1990	Water Resources Development Act of 1990
WRDA 1996	Water Resources Development Act of 1996
WRDA 2000	Water Resources Development Act of 2000
WQ	Water Quality

1.3 MRP Program Management Plan Preparers

TABLE 1: PROGRAM MANAGEMENT PLAN PREPARERS

South Florida Water Management District (SFWMD)		
Fred Davis	Land Stewardship Director	561-682-6636
B.J. Kattel	Recreation Planner	561-682-6640
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U.S. Army Corps of Engineers (USACE), Jacksonville		
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Carl Dunn	Project Management	904-232-3471
Paul Stevenson	Planning - Formulation	904-232-3747
Bradd Schwichtenberg	Planning - Formulation	904-232-1697
Larry Taylor	Operations	904-232-1911
Kevin Salvilla	Operations	904-232-3187
Amanda Ellison	Outreach	904-232-1576
Darlene Guinto	Outreach	561-683-1577
Peter McKoy	Outreach	561-472-8883
Nanciann Regalado	Outreach	904-232-3904
Don Nelson	Counsel	904-232-3874
Karl Nixon	Real Estate	904-232-2339
Eric Rassch	Planning – Economics	904-232-3680
Danny Peck	Planning – Economics	904-232-2784
Kenneth Dugger	Planning - Environmental	904-232-1686
Eric Gasch	Planning - Environmental	904-232-3140
Barbara Cintron	Planning - Environmental	904-232-1692
Grady Caulk	Planning - Environmental/Archeology	904-232-1786
Ken Byram	Engineering	904-232-1157
Tom Leicht	Engineering	904-232-2471
Vicki Tipton	Contracting	904-232-1146
Cindy Tolle	Contracting	904-232-2758
Bruce Thornton	Planning – ITR Team Lead (SAM)	251-694-4111
Terry Stratton	SAD – Planning	404-562-5228
Jerry Canuup	SAD - Planning	404-562-5231
Other Recreation Planning Team Members:		
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Lewis Scruggs	FDEP (SCORP)	850-487-3051
Patricia Evans	FDEP (SCORP)	850-245-3051
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Tim Reagan	FWC	561-625-5122
Joe Walsh	FWC	772-778-5094
Tim Granowitz	Palm Beach County	561-966-6651
John Galvez	USFWS	772-562-3909, ext 314
Robert Pace	USFWS	772-562-3909, ext 239
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2.0 PROGRAM INFORMATION

The Comprehensive Everglades Restoration Plan (CERP) Master Recreation Plan (MRP) Program Management Plan (PgMP) will include detailed information regarding the master planning process, as well as schedule and cost for the planning effort.

The official name of this program-level effort is the CERP MRP. The U.S. Army Corps of Engineers (Corps) and the South Florida Water Management District (SFWMD) have agreed to conduct this planning effort under the terms of the existing Design Agreement.

2.1 Background

The primary goal of the CERP is to restore, preserve and protect the South Florida ecosystem through improved water management while providing for other water related needs of the region such as flood protection and water supply. The CERP contains 68 major components that involve creation of 217,000 acres of reservoirs and wetland-based water treatment areas. These components will vastly increase water storage and supply for the natural system, and human needs, while maintaining current Central and Southern Florida (C&SF) Project purposes. The C&SF Project was constructed by the Corps, with the SFWMD as the local sponsor, to provide flood protection and water supply to developed areas of South Florida. The CERP will restore more natural patterns of water, including sheet flow and levels, and improve water quality (WQ) in the South Florida ecosystem. Native flora and fauna, including threatened and endangered species, are expected to benefit as a result of restored hydrologic conditions.

Recreation is an authorized purpose of the C&SF Project. The purpose of the MRP is to support the implementation of the CERP Projects while maintaining and protecting the authorized purpose of recreation.

2.2 Legal Authority

The authority for the MRP program is contained within the Water Resources Development Acts (WRDA) of 1996 and 2000. The Design Agreement contains additional guidance.

WRDA 1996 provides the authority for completing a MRP. Section 528 states:

b. RESTORATION ACTIVITIES-

1. COMPREHENSIVE PLAN-

A. *DEVELOPMENT-*

- i. *PURPOSE-* The Secretary shall develop, as expeditiously as practicable, a proposed comprehensive plan for the purpose of restoring, preserving, and protecting the South Florida ecosystem. The comprehensive plan shall provide for the protection of water quality in, and the reduction of the loss of fresh water from, the Everglades. The comprehensive plan shall include such features as are necessary to provide for the water-related needs of the region, including flood control, the enhancement of water supplies, and other objectives served by the Central and Southern Florida Project.
- ii. *CONSIDERATIONS-* The comprehensive plan shall--
 - I. be developed by the Secretary in cooperation with the non-Federal project sponsor and in consultation with the Task Force; and
 - II. consider the conceptual framework specified in the report entitled 'Conceptual Plan for the Central and Southern Florida Project Restudy', published by the Commission and approved by the Governor.

B. *SUBMISSION-* Not later than July 1, 1999, the Secretary shall—

- i. complete the feasibility phase of the Central and Southern Florida Project comprehensive review study as authorized by section 309(l) of the Water Resources Development Act of 1992 (106 Stat. 4844), and by 2 resolutions of the Committee on Public Works and Transportation of the House of Representatives, dated September 24, 1992; and
- ii. submit to Congress the plan developed under subparagraph (A)(i) consisting of a feasibility

report and a programmatic environmental impact statement covering the proposed Federal action set forth in the plan.

- C. **ADDITIONAL STUDIES AND ANALYSES** - *Notwithstanding the completion of the feasibility report under subparagraph (B), the Secretary shall continue to conduct such studies and analyses as are necessary, consistent with subparagraph (A)(i).*

WRDA of 2000 provides guidance and authority for implementing CERP. Section 601, of the Act states:

(b) CERP -

(1) APPROVAL

(A) IN GENERAL. —Except as modified by this section, the Plan is approved as a framework for modifications and operational changes to the C&SF Project that are needed to restore, preserve, and protect the South Florida ecosystem while providing for other water-related needs of the region including water supply and flood protection. The Plan shall be implemented to ensure the protection of water quality in, the reduction of the loss of freshwater from, and the improvement of the environment of the South Florida ecosystem and to achieve and maintain the benefits to the natural system and human environment described in the Plan, and required pursuant to this section, for as long as the project is authorized.

2.3 Related Projects

The CERP MRP will interface with all CERP-related programs, project activities, feasibility studies, critical projects, and pilot projects. Many other projects are underway in South Florida that are not a part of CERP and will add to the body of knowledge required to complete the CERP MRP. There are also many groups and initiatives that will play a role during the development of the Plan. A list of these related planning activities and initiatives would be researched and considered in the development of the CERP MRP.

3.0 PROGRAM SCOPE

This PgMP focuses on the development of a MRP for CERP. The CERP MRP will take a system-wide approach to identify, evaluate, and address impacts of CERP implementation on existing recreational use within the South Florida Ecosystem and identify and evaluate potential new recreational, public use, and educational opportunities within CERP projects.

3.1 Program Goals and Objectives

The primary goal of the CERP MRP is to develop a comprehensive plan for addressing recreational needs within the C&SF Project consistent with the project's authorized purpose.

The objectives attempt to describe the program goals in a more specific way. The program objectives are to:

- 1) Provide the best possible combination of responses to regional needs, resource capabilities, and suitability, and expressed public interests and desires consistent with authorized purposes.
- 2) Contribute towards providing restoration compatible recreational opportunities, public access, activities and diversity within CERP projects.
- 3) Emphasize the particular quantity, quality, character and potential of each of the nine CERP regions when developing recreational, educational, and public access opportunities.
- 4) To the extent possible, minimize impacts to existing recreational uses.
- 5) Seek consistency and compatibility with national, state and regional programs, goals, and objectives.
- 6) Identify public, private, and intergovernmental partnerships to enhance and promote recreational, educational, and public access opportunities.
- 7) Develop and implement guidelines for recreation planning, needs and impact assessments, on a regional basis for integration into the CERP Project Implementation Report (PIR), Pilot Project Design Report (PPDR), and feasibility study (FS) processes for each specific project.
- 8) Develop measures to assess change in recreational opportunities and types of uses as it relates to CERP.

3.2 Description of a MRP

The MRP is the basic document guiding agency responsibilities pursuant to Federal laws to preserve, conserve, restore, maintain, manage and develop the project lands, waters and associated resources. The CERP MRP will be a continuing and dynamic planning document, promoting recreational opportunities, and will be flexible and based upon changing conditions. The CERP MRP deals with program-wide policies and design recommendations for individual CERP projects on a regional basis.

The MRP and the master planning process provide a framework and a methodology for gathering and presenting existing recreation resource information for analysis, decision-making, planning and implementation. The CERP MRP identifies requirements, priorities and alternatives, and serves as a program management plan. The CERP MRP addresses recreation impact related problems associated with CERP projects on a regional basis and indicates resource objectives tailored to initiating management procedures aimed at solving those problems regionally.

The CERP MRP will be used to develop compatibility considerations within CERP requirements to manage resources within the broad public interest. This information will be developed with assistance from Project Delivery Teams (PDT). The CERP MRP seeks to:

- Promote protection, conservation, and enhancement of important resources including natural, cultural, and man-made.
- Assure a balance between the competition for public and private use of available land and water resources.
- Coordinate national, regional, state, and local objectives.

The master planning process focuses on three primary areas of analysis and consideration:

- Program resource capabilities and suitability.
- Program and ecosystem restoration needs.
- Expressed public interest and desires.

The MRP is divided into five parts:

- **Part I** describes the scope of the MRP and the overall involvement of the Corps and SFWMD in developing, operating and maintaining

program infrastructure and in managing the associated resources. In addition, responsibilities of other agencies participating in program development and resource management are included.

- **Part II** consists of inventory of cultural and natural resources to assist in establishing the setting for plan recommendations.
- **Part III** evaluates both current and future recreation use of program resources. It examines the existing supply of recreation facilities, resource carrying capacity, and estimated facility needs.
- **Part IV** presents the combined recommendations of the planning analysis, public input, and agency coordination. These recommendations are organized into three formats: the Resource Use Objectives, the project-wide Land Management Plans for specific recreation areas, and the Resource Management Guidelines.
- **Part V** covers the implementation of the recommendations in the MRP.

3.3 Program Constraints and Assumptions

3.3.1 Assumptions

- It is assumed that the Recreation Planning Team (RPT) will be responsible for monitoring and evaluating system-wide recreation impacts, both positive and negative, to public access and recreational facilities and opportunities throughout the implementation of CERP. Recreation planning will not be a function of Restoration Coordination and Verification (RECOVER).
- It is assumed that the related CERP projects currently completing recreation inventory and analysis will provide the information stated in this report in a timely manner.
- It is assumed that the Master RPT will develop recreation impact analysis guidance for PDTs to follow during the PIR Process until the MRP is complete.
- It is assumed that although the MRP is a program-level activity, many of the requirements for CERP Projects will apply to the master planning effort.

- It is assumed that Public Law 101-640 - The Water Resources Act of 1990 will be taken into consideration during CERP implementation. Section 313 of this Act provides that any maintenance, repair, rehabilitation, or reconstruction that results in a change in configuration of a structure should be carried out in a manner, which to the maximum extent possible, will not adversely affect any existing recreational use even if the recreational use was not an authorized purpose. If the recreation resources are adversely impacted, they may be restored or alternatives provided for comparable recreational use. Costs incurred shall be allocated to recreation and shall be payable by the beneficiaries of the recreation.
- It is assumed that PDTs will analyze impacts to recreation and provide the information to the RPT. To the extent possible, the RPT will be responsible for collecting any additional data, completing the economical analysis, determining recreation demand, and preparing a design and cost estimate at the feasibility level once the PDT has determined the preliminary selected alternative.
- It is assumed for future CERP projects, economical analysis, recreation demand, design, and cost estimates will be based on the recommended plan in D13R of the CERP.

3.3.2 Constraints

- Public Law 89-72 – The Federal Water Project Recreation Act of 1965, requires that full consideration be given to opportunities for recreation and fish and wildlife enhancement; that recreation planning be based on coordination of use with existing and planned Federal, State, and local recreation; and the non-Federal, administration of recreation and enhancement areas be encouraged. It further states that, without a cost-sharing sponsor, facilities may not be provided for recreation and fish and wildlife enhancement except those justified to serve other project purposes or as needed for public health and safety.
- Public Law 99-662 - The WRDA of 1986. This Act defines the basis for sharing financial responsibilities in joint Federal/non-Federal development, enhancement and management of recreation and fish and wildlife resources at Federal water resource development projects.
- Land acquisition and easement rights may limit the opportunities for public access and recreational facilities.

- The Corps is limited with recreational facilities that can be cost-shared with partners or local sponsors per Engineering Regulation (ER) 1105-2-100, E-301, dated 22 April 2000.
- The master recreation planning process will take two to three years. Many of the CERP Projects are in the PIR phase and will have conducted recreational analysis prior to completion of a MRP.
- Recreation features that are vendor-able cannot be cost-shared by the Corps of Engineers (see ER 1105-2-100, April 2000).

4.0 SUMMARY OF AGENCY RESPONSIBILITIES

The Corps and the SFWMD will participate in all phases of program execution. For each activity listed in the work breakdown structure (WBS), a responsible office is identified for completing that activity or product. Individual offices within the Corps and the SFWMD will have the lead on executing individual activities. Appendix E, Tab C identifies the office responsible for each task.

For the MRP planning effort, the Corps and SFWMD have the following responsibilities:

TABLE 2: SUMMARY OF AGENCY RESPONSIBILITIES

MRP Planning Effort	SFWMD	USACE
MRP Plan Formulation:		
Inventory Collection	LEAD	
Recreation Program Analysis		LEAD
Land Allocation & Classification	LEAD	
Formulation of Conceptual Development Plans		LEAD
System Wide Evaluation/Monitoring		LEAD
Public Outreach		LEAD

5.0 PROGRAM CHANGES

5.1 List of PgMP Updates and Revisions

PgMPs are not intended to be all-inclusive nor to anticipate or include all possible changes to a program during its development. The PgMP is developed as a dynamic document that will require updates to reflect progress, and revisions to denote major changes in the scope, schedule, costs and/or resourcing of the program. Appendix K will provide a place to catalog all updates and revisions to the PgMP. This will provide a history of changes for the program.

A PgMP “Revision” will occur after the approval of the MRP. It will address the detailed WBS, costs, and schedule.

Between formal revisions, the PgMP may also be updated to include correction of errors, addition of new information, or clarifications. PgMP updates that change the scope, schedule, cost, or annual work plan beyond the thresholds established by the Program Managers will need to be approved through the established change control process.

5.2 Changes in Program Schedule and Cost

A program schedule has been developed using the logic network, duration estimates, constraints and assumptions along with available resource information (time, money, manpower) as noted in the program dictionary. The schedule is included in Appendix D. The schedule corresponds to the levels of the WBS and identifies milestones. Additional levels of the schedules shall be developed as required and shall be compatible with each other, the program summary schedule, and the WBS. The logic network is included in Appendix D, Tab A.

A list of program activities that will be performed with a description of each activity and the initial duration estimate has been developed. The list of activities is the result of the analysis performed during the WBS development and was sequenced in a logical progression to identify and document the interdependency of activities. Duration estimates for each activity were calculated based on estimates of time required to successfully complete each activity. During the estimating process, program constraints and assumptions, resource requirements and capabilities, and available historical information were considered.

All changes are subject to the approval levels identified in the CERP Change Control procedures. The program schedule and cost each consist of four

components: baseline, current approved, forecast and actual. These components are defined as follows:

- **Baseline:** The Baseline Schedule and Cost Estimate are defined by the initially approved PgMP. The baseline remains constant until an updated PgMP is approved and compared with the projects and actual schedules and costs.
- **Current Approved:** The Current Approved Schedule and Cost Estimate reflects changes in program scope, schedule, or cost estimates that have been approved at appropriate levels. The approval authorities required for a specific change are defined in CERP Guidance Memorandum (CGM) 007.00: *Project Change Control* and are related to the magnitude of the change. Approvals for some minor changes are within the Project Manager's authority while other more substantive changes might require the approval of CERP Program Managers.
- **Forecast:** When the Project Managers initially identify changes that impact current approved schedule and cost estimates, such changes should be reflected in the forecast schedule and cost estimate until they are approved in accordance with CGM procedures.
- **Actual:** The costs and dates of completed milestones will be documented in the Actual Cost and Schedules, respectively.

The Program Changes section of the PgMP documents any substantive changes that collectively account for differences between the Baseline and Current Approved Program Schedule and Cost Estimate. The Project Managers should document individual changes sufficiently to provide a reasonable accounting of the progression from the Baseline to the Current Approved Schedule and Cost Estimate.

A change in the schedule and cost estimate for a product might be the cumulative impact of several program updates (cataloged in Appendix K). The description provided in this section describes the series of events that contributed to each approved change in the schedule or cost estimate. All approved program schedule and cost changes to products are addressed to provide a full description and chronology from the baseline to the current approved schedule and cost estimates.

The following information is provided for each change in the current approved cost and schedule for work products:

- Date of Approval

- Description of Change(s)
- Program Cost Impact (provide the cost estimate before & after the approval and the total amount of the change)
- Program Schedule Impact (provide schedule before and after approval of the change and the total duration of the change)
- Description of why the change(s) were required

5.2.1 Changes in Program Schedule

Major program milestones are addressed in this section. The Detailed Current Approved Program Schedule is described in Appendix D. Tab A includes a Gantt chart for the MRP. The milestone table shown in Tab B includes a schedule of the major milestones.

TABLE 3: PROGRAM SCHEDULE

	Baseline	Current Approved	Forecast	Actual
PgMP Development	14-May-04	14-May-04	04-Oct-04	
MRP	18-Apr-07	18-Apr-07	24-Oct-07	

5.2.2 Changes in Program Cost Estimates

Changes in cost estimates for major program products are addressed in this section. The Program Cost Estimate table includes cost estimates of the major program products of the CERP MRP WBS.

TABLE 4: TOTAL PROGRAM COST SUMMARY

	Baseline	Current Approved	Forecast	Actual
PgMP Development	\$115,000	\$115,000	\$337,919	
MRP	\$2,665,375	\$2,665,375	\$2,374,750	
Total Program Cost	\$2,780,375	\$2,780,375	\$2,712,669	

6.0 FINANCIAL MANAGEMENT

6.1 Program Cost Estimates

The program cost estimate is developed using the WBS, resources available, established resource rates, activity duration estimates, historical project information, and the existing Corps Financial Management Chart of Accounts. It is understood that initial cost estimates will be based on an average full time equivalent employee rate. For the MRP, the costs shown are 2003 dollars. As the PgMP is refined with additional detail, the RPT refines the cost estimate to represent all costs charged to the program expressed in current dollars. All cost estimates will be documented in detail and are subject to periodic updates. The total program cost summary and the fully funded cost estimate are provided as Tab A and B, respectively, in Appendix E. Note: Tab B of Appendix E will be developed near the end of the MRP preparation period. A planning level cost estimate for this program is provided in Appendix E.

6.2 Projected Annual Budget

The program budget allocates the overall cost estimate to individual activities so that program cost performance may be measured. The program budget was developed using the cost estimates, WBS, and program schedule. The program budget is included in Appendix E, Tab D of the PgMP.

A Program Cash Flow Curve was also developed and is included as Appendix E, Tab E. A Contingency Summary and Status for the program is included as Appendix E, Tab F.

6.3 Cost Listing by Agency/Organizational Unit

An activity listing was developed with an estimated cost. Tasks for each activity identified to be performed by SFWMD staff and/or their contractor will be considered as in-kind services and other creditable activities/expenditures. Upon approval of the PgMP by the Corps' Project Review Board (PRB), the District Engineer will send a letter to the SFWMD Executive Director requesting that the SFWMD perform the in-kind services as outlined in the PgMP. This letter will serve as authorization for the SFWMD to proceed with this work and be credited toward the Non-Federal cost-share in accordance with WRDA 2000. The Cost Listing by Organization is included in Appendix E, Tab C.

7.0 FUNCTIONAL AREA PLANS

For each major functional area, a plan will be developed to provide initial product identification and to explain the need for the products and sub-products that will be developed in the functional area, identify inter- and intra-program dependencies, define the rationale for providing these products, and provide written documentation of functional area product development.

7.1 Program Management

The Corps and the SFWMD will cooperatively manage this program. Shared program management activities under this task will include meeting and workshop coordination and attendance, development of internal and RPT meetings, monitoring progress of tasks, periodic reporting and updating, preparation and posting of documents, program presentations, input to brochures, identification of expert reviewers, preparing progress and financial reports, budget management, document reviews, coordination with other PDTs and other interested parties, ensuring public participation through coordination with outreach staff and providing team guidance. The project managers will work together to assure both agencies program and provide funds as necessary to have continuous program execution. The SFWMD project manager will identify and coordinate with potential cost share sponsors. In addition, project managers will attend or send a representative to recreation initiatives/meetings to stay abreast of other projects/activities in the area. Both project managers are responsible for managing their agencies' activities and monitoring progress and funding as well as upward reporting.

7.2 Base Conditions

7.2.1 ID Resource Goals and Objectives

An initial program kick-off meeting with RPT and Independent Technical Review (ITR) members will be held after approval of the PgMP. Initial study efforts will build on the work done in preparation of this PgMP. The Corps, SFWMD and other participating RPT members will review the problems and opportunities identified in the Restudy during preparation of this PgMP. Public outreach efforts, performed early in this phase by the Corps and SFWMD, will ensure that public concerns related to these problems are identified for review and consideration during the MRP planning process. The RPT will refine planning resource goals, objectives, and constraints.

The purpose of the resource goals and objectives is to guide future design, development and management of the resource base, natural and manmade, to obtain the greatest possible benefit through meeting the needs of the public and protecting and enhancing environmental quality. Resource goals and objectives will consider authorized C&SF Project purposes, applicable Federal laws and directives, regional needs, resource capabilities and expressed public desires. Resource goals and objectives will be developed in concert with public input while keeping budgets, authorized C&SF Project purposes, appropriate laws (ie. National Environmental Policy Act [NEPA]) in mind. Public input and involvement is critical to this stage.

7.2.2 Inventory and Forecast Ecological and Cultural Resources – General Resources Analysis

Existing conditions for the relevant resources will be evaluated. Some analysis will be related to the desired program ecological and physical benefits, while others will be relevant to other significant CERP project effects.

The purpose of the general resource analysis is to provide a review of natural resource data to determine the suitability of program lands and waters for significant natural resource related management activities. Inventories for development of the MRP, through land satellite images or other means, will identify broad categories of natural features. The features will be further defined in the PIR process for individual CERP projects. The inventories will include forest or vegetative covers, rangelands, water, environmentally sensitive areas or species, and cultural, historic or archeological conditions. Only a summary of resource suitability for potential uses will be presented. Care will be taken not to violate public disclosure restrictions on archeological resources. The analysis will provide sufficient detail to serve as the basis for subsequent land classification decisions and the development of resource objectives consistent with resource capabilities. The use of automated geographic information systems (GIS) will be encouraged to perform resource analysis and mapping tasks as a method of increasing efficiency and reducing long term costs.

7.2.3 Inventory and Forecast Recreation Resources

7.2.3.1 Land Allocation and Classification

All lands will be allocated in accordance with the authorized purposes for which they were or are to be acquired. A program map delineating land according to land allocation will be provided. Land will be allocated into one of the following categories:

- (1) **Operations.** Lands acquired in accordance with the authorizing documents for operation of the program, i.e., restoration, flood control, hydropower, navigation, water supply, etc.
- (2) **Recreation.** Separable lands acquired in accordance with authorizing documents for public recreation/access.
- (3) **Fish and Wildlife.** Separable land acquired in accordance with authorizing documents for fish and wildlife management.

Allocated program lands will be further classified to provide for development and resource management consistent with authorized project purposes and the provisions of the NEPA and other Federal laws. The classification process refines the land allocations to fully utilize program lands and must consider public desires, legislative authority, regional and project specific resource requirements and suitability. Operational impact, environmental assessments and impact, cultural, historic, wetlands, and endangered species review will be considered. A program map delineating land according to classification categories will be developed and supported by a narrative.

Land shall be classified into one of the following categories:

- (1) **Program Operations.** In many cases the majority of lands (rim lands etc.) will be allocated to program operations. This classification category should include those lands required for the structure, operations center, office, maintenance and other areas that are used solely for program operations.
- (2) **Recreation.** Land developed for intensive recreational activities by the visiting public, including developed recreation areas and areas for concession, resort, and quasi-public development. At new projects, recreation areas planned for initial development will be included in this classification. Future areas will be classified as multiple resource management until initiation of the development.
- (3) **Environmental Sensitive Areas.** All lands will be evaluated for scientific, ecological, cultural, and aesthetical features of merit. Compatibility analyses may be conducted to determine compatible public uses and/or potential impacts from public uses on such features in these areas. Normally limited or no development of public use is contemplated on land in this classification. No agricultural or grazing uses are permitted on this land.

- (4) **Multiple Resource Management.** Lands managed for one or more, but not limited to, these activities to the extent that they are compatible with the primary allocation(s). The activities should be fully explained in the narrative portion of the MRP.
- (a) **Recreation – Low-Density.** Low-density recreation activities such as hiking, primitive camping, wildlife observation, hunting, or similar low-density recreational activities.
 - (b) **Wildlife Management General.** Fish and wildlife management activities. Lands in this sub-category shall be evaluated for consideration for lease or license to other federal, state or local managing agencies.
 - (c) **Vegetative Management.** Management activities for the protection and development of forest and vegetative cover.
 - (d) **Inactive and/or Future Recreation Areas.** Recreation areas planned for the future or that have been temporarily closed. These lands will be classified as multiple resource management in the interim.
- (5) **Easement lands.** All lands for which the Corps or the SFWMD holds an easement interest but not fee title. Planned use and management of easement lands will be in strict accordance with the terms and conditions of the easement estate acquired for the project.

A Resource Plan will also be developed. The purpose of the Resource Plan is to provide a brief description of resource characteristics, and the rationale for the resource objectives will be provided for each classification category. In addition, site plans will be provided identifying existing development at each area. Facilities proposed for development within five years will be described and a general cost estimate provided. A conceptual diagram identifying the general location of proposed facilities will also be provided.

Planning and management problems related to current recreation development and use will be evaluated and recommendations made. A narrative description of future recreation development expected to occur beyond five years will be provided, and bubble diagrams identifying general locations without cost estimates will be included. A section will also address alternative means for development of future recreation areas. It should include results of preliminary economic feasibility investigations to

determine the appropriateness and potential for success of the alternatives identified.

7.2.3.2 Recreation Program Analysis

An evaluation of recreation on CERP project lands will consist of both an analysis of recreation use and an evaluation of the efficiency and effectiveness in which recreation opportunities are or will be completed. This analysis includes both consumptive and non-consumptive use of the resources. The delineation of market area and the projection of future recreation use and facility requirements shall be based on an evaluation of historic and current use at existing projects. Areas of consideration to meet this objective will include consolidating small recreation areas, carrying capacity analysis of project lands and waters, and new technologies.

An analysis of future recreation needs will be completed. Building on the analysis mentioned above, this section will outline more specifics about the future recreation needs, applicability and compatibility with the CERP Projects and some general cost estimates.

7.3 Conceptual Development Plan Formulation

Conceptual development plans will be designed where needs and opportunities for public access and recreation opportunities have been identified. The purpose of the Conceptual Development Plan is to outline a general description of the proposed area, complete a site analysis, develop design objectives, outline proposed public access and recreation facilities, and develop a cost estimate at the feasibility level. Additionally, funding and partnering opportunities may be identified. CERP Projects will be prioritized into three phases and addressed based on the CERP implementation schedule.

7.4 System-wide Evaluation and Monitoring

The RPT will develop a CERP-wide evaluation and monitoring system. The objectives of the system are to: 1) Establish pre-CERP baseline conditions; 2) Track impacts to existing recreation facilities and public access; 3) Track recommendations to address impacts; and 4) Monitor system-wide implementation of recommendations.

7.5 Special Programs

Programs or situations not covered in other parts of the MRP will be identified and discussed in the Special Programs Section. The purpose of this section is to identify program-wide political and funding issues and explore

public, private, and intergovernmental partnerships that enhance recreation and promote opportunities.

7.6 Public Involvement

Public outreach is a process by which interested and affected individuals, organizations, agencies and governmental entities are informed of a recreation program and its goals, and have the opportunity to participate in the decision-making process. Public outreach supports the exchange of ideas and information among individuals and groups, which is critical to resolving the challenges involved in implementing CERP. Outreach also builds partnerships, involves the community, helps form mutual understanding, engenders trust, reduces conflict, and ultimately leads to a more complete project. Public outreach is composed of two primary types of activities, information and involvement. Outreach work will be conducted by a Corps contractor with the input and involvement from the Corps and SFWMD. In addition to relying upon standard methods of communication and involvement, the outreach activities for the MRP will include activities aimed at informing and engaging minorities and other traditionally under-represented communities, socially and economically disadvantaged persons, including those with a limited ability to communicate in English.

At recent public workshops and meetings, stakeholders have identified the following issues related to the MRP:

- Effects of canal backfilling on fishing, boating, and bank fishing;
- Impacts to fisheries in the Water Conservation Areas;
- Providing waterfowl hunting opportunities on public lands;
- Effects of CERP on frogging, air boating, hunting, camping, and off-road vehicle use and opportunities;
- Potential adverse and beneficial effects on recreational access and opportunities;
- Access to restoration lands for bird watching, canoeing, kayaking, hiking, horse riding, and other non-motorized non-consumptive activities.
- Creation of a Recreation Committee to ensure meaningful stakeholder involvement.
- MRP providing recommendations to PDTs too far along in the PIR process.

As part of the public involvement and outreach efforts, the following activities are expected:

- A series of public workshops in five different regional areas of CERP;

- A series of formal stakeholder meetings;
- A series of informal stakeholder meetings;
- Community workshops;
- Preparation of informational documents;
- Electronic newsletter.

A detailed outreach plan for the MRP is contained in Appendix I. An outreach strategy will be developed and implemented throughout the entire MRP process.

7.7 Environmental Justice and Economic Equity

Executive Order 12898, *Federal Actions To Address Environmental Justice in Minority Populations and Low Income Populations*, requires the Federal government to achieve environmental justice by identifying and addressing disproportionately high and adverse effects of its activities on minority and low-income, including Indian Tribe populations. Public participation conducted for each CERP Project through the Public Outreach Plan during NEPA scoping and screening includes these populations so that their concerns are considered early. While the NEPA process is completed during the PIR for each individual CERP Project and not for this MRP, by this reference, CGM 024.00: *Environmental Justice in Everglades Restoration Planning*, becomes a reference for this PgMP. The environmental justice guidance provides a subject overview and a WBS for the environmental justice activities to be performed for CERP Projects. The RPT will take into consideration the step-by-step process PDTs follow. The staff of the Environmental and Economic Equity Program will periodically revise the standard language in the referenced CGM. That plan will follow the evolving body of knowledge recognized in nation-wide literature and will be adjusted periodically as appropriate, to ensure that accepted environmental justice practices are followed. Each CERP Project shall address environmental justice in the standardized fashion provided by that plan.

7.8 Contract Acquisition

Contracting and acquisition will be performed by the Corps and the SFWMD. An appropriate solicitation method and contract type will be selected based on the complexity of each contract to be awarded under this program. A separate acquisition plan/strategy will be prepared for each contract.

The purpose of the acquisition plan is to ensure that the Corps and the SFWMD meet their needs in the most effective, economical, and timely manner. A team consisting of those who will be responsible for significant aspects of the acquisition (i.e., contracting, fiscal, legal, and technical

personnel) will be formed to develop the acquisition plan during the MRP Development Phase.

The Competition in Contracting Act, as implemented in the Federal Acquisition Regulations Part 7, requires agencies to perform acquisition planning and conduct market surveys in order to promote and provide for full and open competition.

At this time, the following contract procurements are anticipated for completion of the MRP:

- Meeting Facilitation (Corps)
- Outreach Assistance (Corps)
- Development of the MRP (Corps)

7.9 Quality Control

Quality control is the process employed to ensure the performance of a task meets the agreed-upon requirements of the customer and appropriate laws, policies and technical criteria, on schedule and within budget. Throughout the MRP process, quality control will be maintained through organizational oversight and by employing periodic ITR and science peer reviews. Appropriate points for ITR and Science Peer Review have been estimated and included in the WBS of this PgMP. An overall Quality Control Plan (QCP) is provided in Appendix H. ITR is for compliance with Corps Technical Guidance as opposed to Science Peer Review, which is strictly for validation of model refinement, new models and their use in alternatives evaluation. The QCP describes procedures that will be employed to ensure compliance with all technical and policy requirements.

8.0 UNIQUE FACTORS

Unique factors specific to the MRP include the implementation of the ‘Virtual Team’ concept to utilize Corps-wide recreation master planners that will provide decades of Corps master planning experience to the PDT as ITR team members. The Virtual ITR Team members will interact with the PDT to ensure product completeness and Corps regulation compliance, through teleconferencing capabilities, electronic mail and travel as required. In conjunction with Virtual Team members some contracting services may be utilized to enhance the inclusion of local expertise, information currently being developed and local points of contact for MRP development and public coordination.

GIS data, via Department of the Army Standards (CGM No. 28 and CGM No.36) would be utilized for MRP regional analysis and synthesis and conceptual plan development. Final regional master recreation plans would be produced in ArcView 9 GIS.